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ABSTRACT

This study discusses China's experience in facilitating the UNESCO APPEAL goals of education for all by: (1) achieving universal primary education; (2) eradicating illiteracy; and (3) providing continuing education in support of the two preceding goals by the year 2000. China plans to establish a training facility in each province to coordinate activities so that a literacy education network will be developed. Eradication of illiteracy and post-literacy continuing education are still a formidable task. At the time of this study there were 220 million illiterates and semi-illiterates aged 12 years and above in China. Because of this, China remains one of the largest illiterate countries in the world. From 1982-87 the number of illiterates fell by 3,360,000 each year. Even with this rate of progress, China will still have 170 million illiterates in the year 2000. According to 1986 statistics, there were more that 820,000 primary schools in China with a total enrollment of 131,820,000 pupils. The enrollment rate of school age children was 96.4 percent. The graduation rate was 94.7 percent. Of the 2,000 counties, 78 percent had reached a 95 percent enrollment rate for school age children. After examination and recognition by the appropriate authorities, 1,052 counties, or 52 percent of the total number, had realized the universalization of primary education. From 1981 to 1985 more that 100 million peasants participated in different courses. At the time of this study, there were 3,600 technical and vocational schools for peasants at the county level. (Author/DK)

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Preface

The Asia-Pacific Programme of Education for All (APPEAL) was launched on 23 February 1987 from New Delhi, India by the then Director-General of UNESCO.

Through regional co-operation APPEAL aims to facilitate the national efforts of the Member States in Asia and the Pacific with a view to:

a) Achieving universal primary education;

b) Eradicating illiteracy; and

c) Providing continuing education in support of (a) and (b) above.

After the launching of APPEAL, the Member States formed National Co-ordination Mechanisms for APPEAL to mobilize public opinion in favour of literacy programmes, primary education and continuing education, and strengthening those programmes at government as well as non-governmental levels. Many Member States have organized national special events like seminars and workshops to mark the launching of APPEAL in their respective countries. As of December 1989, 20 Member States have formed National Co-ordination Committees for APPEAL or designed existing organizations as National Co-ordination Mechanisms for APPEAL Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Thailand and Viet Nam.

In order to assist the Member States to formulate national strategies to implement APPEAL in their countries, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Regional Workshop for National Co-ordinators of APPEAL in co-operation with the Ministry of Education and Government of Thailand in Chiangmai, Thailand August 1987. This workshop discussed and developed approaches and strategies to implement APPEAL at the regional, national and local levels. It was attended by 31 primary education, literacy, and continuing education experts from 16 Member States in Asia and the Pacific.

Tangible outputs of this regional workshop were national plans of participating countries and a regional plan of action for the implementation of APPEAL, as well as a sincere commitment from the participants of the countries represented to pursue with vigor the implementation of APPEAL.

UNESCO convened the first Meeting for Regional Co-ordination of APPEAL in Bangkok, Thailand, November 1988. Preparatory to this First Meeting for the Regional Co-ordination of APPEAL, UNESCO/PROAP requested the National Co-ordination Committee/Mechanism to conduct a National Study of APPEAL highlighting achievement, problems, policies and plans to achieve the goals of APPEAL.

The National Studies was submitted to the First Meeting for Regional Co-ordination of APPEAL which discussed the issues raised by the national studies and made a number of suggestions to UNESCO and the Member States for the improvement of plans, progress and strategies for achieving the goals of APPEAL.

UNESCO/PROAP is very grateful to the National Co-ordination Committee/Mechanisms for APPEAL and the National Commission for UNESCO in the Member States for providing the national studies and making it available for all people concerned. Unesco also acknowledge the contribution made by individual scholars to prepare the studies.

The national studies provide very valuable information, data and insight of planned and existing programmes in literacy, primary education and continuing education. UNESCO/PROAP is therefore, very happy to publish it and make it available for all interested.

Summary

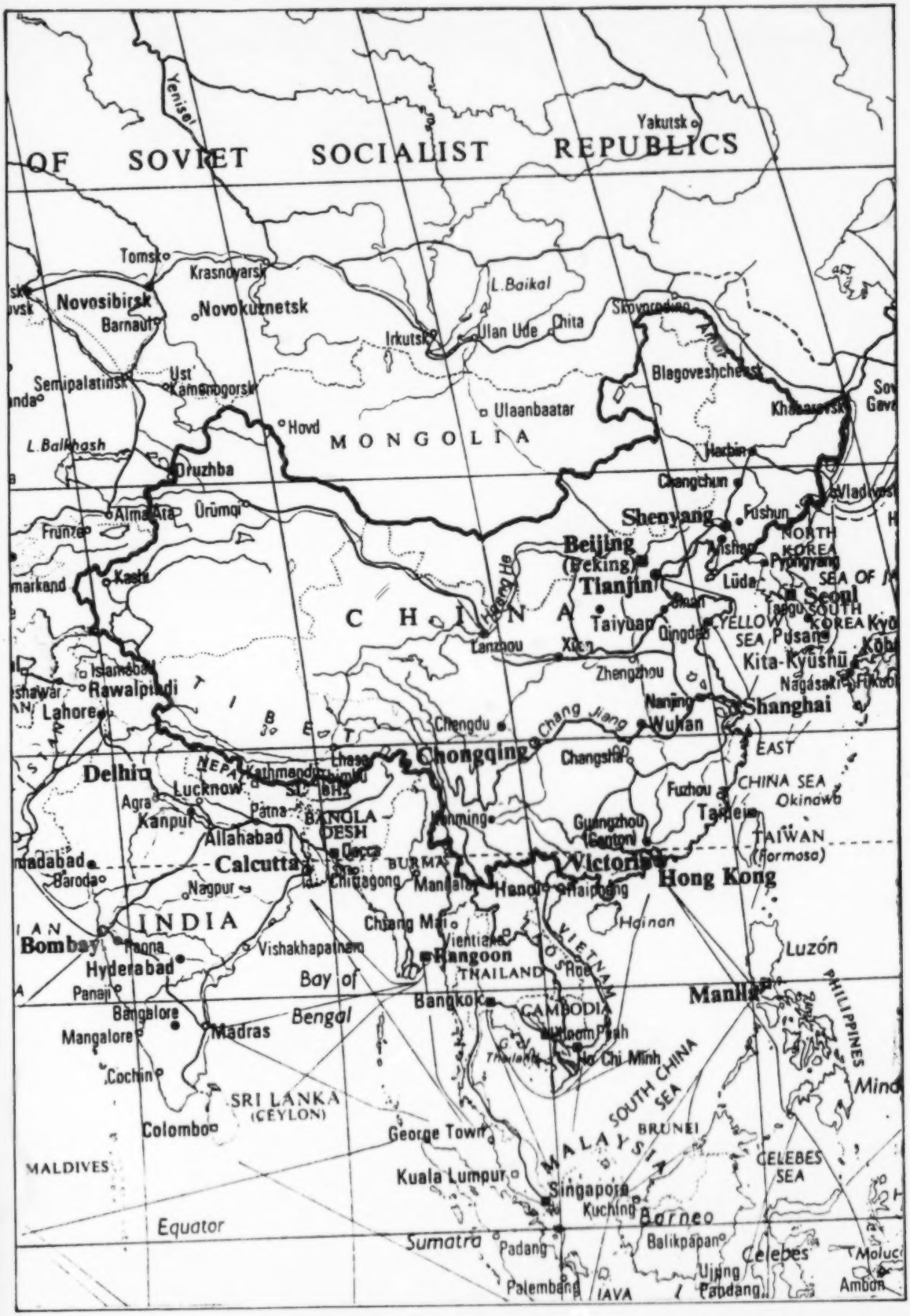
The implementation of the APPEAL programme in China is under the leadership of the SEDC and the Chinese National Commission for Unesco. The National APPEAL Coordination Commission is headed by Deputy Secretary General and Standing Member of the Chinese National Commission for Unesco. China plans to establish a training facility in each province to coordinate APPEAL activities so that a literacy education network will be developed.

Eradication of illiteracy and post-literacy continuing education are still a formidable task. At present there are 220 million illiterates and semi-illiterates aged 12 years and above. China remains one of the largest illiterate countries in the world.

The Unesco APPEAL guidelines require member states to universalize primary education, eradicate illiteracy and carry out post-literacy continuing education by the year 2000. From 1982-87 the number of illiterates fell with3,360,000 each year. According to this rate of progress China will still have 170 million illiterates in the year 2000.

According to 1986 statistics there are now more than 820,000 primary schools in China with a total enrolment of 131,820,000 pupils. The enrolment rate of school-age children is 96.4 per cent. The graduation rate is 94.7 per cent. 78 per cent of the 2,000 counties (not including cities and their suburbs) have reached a 95 per cent enrolment rate for school-age children. After examination and recognition by the appropriate authorities, 1,052 counties, or 52 per cent of the total number, have realized the universalization of primary education.

From 1981 to 1985 more than 100 million peasants participated in different courses. 26,740,000 joined the literacy class and 13,370,000 became literates. 16,000,000 undertook part-time primary education and 80,000,000 received various kinds of technical and vocational training. At present there are 3,600 technical and vocational schools for peasants at the county level.



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Eradication of Illiteracy: An Analysis

In Old China, illiterates accounted for as much as 80 per cent of the rural population and 60 per cent of the urban population. After more than three decades' literacy work the culturally backward situation has drastically changed. Up to 1987, 157,100,000 people had become literate. The following is a detailed description of the progress made in different periods:

Years		Number of persons becoming literate
from	to	
1949	1953	7,010,000
1954	1965	95,713,000
1972	1976	12,658,000
1977	1980	22,529,000
1981	1987	19,190,000

The percentage of illiterates has thus gone down from 80 per cent to about 20 per cent of the rural population. For the urban labour force the percentage has gone down to 5 per cent. Among the 2,400 counties in China, 1,400 of them have achieved universal literacy, that is 60 per cent of the total number of counties.

Persons who have acquired literacy would normally be able to recognize 1,500 to 2,000 of the most frequently used Chinese characters and be able to read simple newspaper articles and write simple compositions for practical purposes, thus having the ability to acquire scientific knowledge and skills. Having gone through some continuing education, many of

the literate persons have become rural community leaders, technicians, rural school teachers and allied health workers. Many of them have played leading roles in developing the rural economy. These achievements are very conducive to the overall improvement of the educational qualities of the Chinese population and to the economic development of the country. During the course of implementation, several concrete policy measures were adopted in consideration of Chinese conditions:

1. Development of guiding principles and policies on literacy work. Since the founding of New China, the Communist Party Central Committee and the State Council have issued seven major policy documents concerning literacy work. Many important conferences have been called as well. Clear definition of the role, policies and tasks of literacy work have been developed. Take the First National Conference on Worker/Peasant Education held in 1950 for example. It clearly spelled out the basic task of worker/peasant education: "to conduct literacy education so as to gradually reduce the number of illiterate workers and peasants". In November 1978, the State Council issued "The Directives on Eradication of Illiteracy". In February 1988, the State Council issued "The Regulations Governing the Work of Eradication of Illiteracy". All of these policy documents have played vital roles at different times as national guidelines for literacy work.

2. Implementation of national policies by local governments at various levels with the cooperation of departments concerned. Agencies carrying out literacy work are departments/offices of worker/peasant education or adult education. Literacy workers should be provided and funds should be raised and programmes should be properly managed and evaluated. Interested organizations such as the Agricultural Department, the Youth League, the Women's Federation, the Trade Union and the Science Association should be mobilized to participate in and contribute to the programmes.

3. Development of proper programme planning on the basis of investigation with clearly determined programme targets and responsibilities. Before starting a specific literacy programme, investigations must be conducted at county and village levels to determine the extent of the problem and specific needs of each learner. On this basis a plan of action will be developed to cater to the needs of each individual learner. In some areas literacy programme records are kept to include such information as the literacy situation and evaluation results of literacy programmes. These measures have ensured the proper planning of literacy programmes. Literacy programme records are also used to evaluate the performance of local administrative officials and literacy workers.

4. Implementation of the principle of mass participation to encourage all interested persons to participate and contribute to literacy programmes. A great number of literacy instructors are needed but the government is not able to answer all the needs. Therefore, a great deal of voluntary instruction is required. Rural school teachers, educated youth who have completed school education, cadres at grassroot level, technicians and so forth are the main source of voluntary literacy programme instructors. In some areas these instructors have contract arrangements with local education officials, whereby, if they successfully eradicate a certain number of illiterates within a timeframe, they will be entitled to some subsistence. To ensure

the effectiveness of literacy instruction, the government appoints one or two full-time teachers at the township level to give professional advice to the literacy programme instructors.

5. Maintenance of the fullest extent of flexibility in the literacy programme in order to meet the needs of all kinds of learners. For example, at places where there is a concentration of illiterates classroom instruction will be provided; at places where the illiterates are scattered, neighbourhood learning groups are organized. All learning and instruction takes place after work. When students have more spare time, more hours are spent on learning and instruction and during the busy seasons, less time is spent on learning. In cases where group class activities are impossible, arrangements are made between an instructor and one or two learners to enable learning to take place on an extremely flexible basis.

In carrying out literacy programmes, special attention should be given to combine the efforts with primary education and post-literacy continuing education. All these elements should be coordinated. In this way one could achieve the results of eradicating the existing illiteracy, preventing new illiteracy from emerging and upgrading the skills of those who have become literate. It is important to eradicate existing illiteracy but it is more important to ensure the quality of primary education so that new illiteracy does not occur. By providing post-literacy continuing education the achievements of literacy programmes may be retained. These three types of education, as they correlate, coordinate and complement one another, are the most important overall strategy for carrying out the APPEAL programme in China, and hence have drawn a wide range of attention.

However, it must be clearly realized that eradication of illiteracy and post-literacy continuing education is still a formidable task. At present, among the age group of 12 year olds and beyond, two hundred and twenty million are illiterates or semi-illiterate. For the age group of 15-40 years, eight hundred and forty thousand people are illiterate. China still remains one of the largest illiterate countries in the world. As China has not yet achieved universal primary education new illiterates continue to occur. The characteristics of the present illiteracy in China are:

- There are more illiterates in rural areas than there are in urban areas. Of the two hundred and twenty million illiterates, 91 per cent are in rural areas and 9 per cent in urban areas.
- There are more illiterates in older age groups. 65 per cent of the existing illiterates are 41 years of age and over and 35 per cent are 40 years of age and below.
- There are more women illiterates than men. 70 per cent of the existing illiterates are women and 30 per cent men.
- There are more illiterates in economically underdeveloped areas than there are in developed areas. In the former more than 40 per cent of the population is illiterate whereas the latter have less than 20 per cent illiterate population.

All these characteristics clearly show the formidability of literacy work for the future. The need to strengthen literacy work and post-literacy continuing education becomes more apparent in view of the fact that new illiteracy continues to occur and that certain policy measures and material and resource inputs are inadequate. In addition, too few full-time literacy workers are available and the development of training materials lags behind needs.

China
4

The Unesco APPEAL programme guidelines require member states to make primary education universal, eradicate illiteracy and carry out post-literacy continuing education by the year 2000. From 1982-1987 three million three hundred and sixty thousand illiterates were eradicated each year. According to this rate of progress, China will still have one hundred and seventy million illiterates in the year 2000. This is a great problem. Realizing this problem, the State Council of the Government of China issued a major policy document entitled "Regulations Concerning the Work of Eradication of Illiteracy". The document points out that "eradication of illiteracy still remains a major task, which must be accomplished with the coordinated efforts and effective measures of all local governments and with the participation of sectors of the society".

For the future, rural areas will bear the bulk of the task of eradicating illiteracy. Nationwide plans of action are developed for different parts of the country, namely the economically advanced areas, developed areas, less developed areas and disadvantaged areas. The target is to try to wipe out illiteracy among the age group 15-40 so as to raise the literacy rate of this population group to 95 per cent and over. In the meantime we will try to achieve universal literacy in some townships by the year 2000 as required by the APPEAL programme. To retain the achievements of literacy education, post-literacy continuing education must be properly organized. In order to achieve the above-mentioned goals, the following work requires our attention:

1. To seriously carry out the Compulsory Education Law and the Regulations Concerning the Work of Eradication of Illiteracy, to push ahead the work of eradication of illiteracy along with the progress of the universalization of primary school education. A system of responsibility must be established and the masses and grassroot units must be mobilized to participate in literacy programmes.

2. To carry out extensive publicity campaigns in order to draw the attention and arouse the interest of the general public in the illiteracy problem. Both the workshop held in October 1988 to mark the International Literacy Day, and the November 1988 National Conference on Eradication of Illiteracy which aimed to implement the Regulations Concerning the work of Eradication of Illiteracy achieved good publicity results. During the November National Conference 100 advanced counties were commended and their experiences were recommended to other counties.

3. To combine literacy programmes with women's programmes, ethnic minority programmes and disadvantaged area programmes so as to draw attention and support from interested organizations and agencies. Cooperation with these organizations and agencies will greatly help in carrying out literacy programmes for women's groups, minority groups and disadvantaged groups.

4. To improve the contents of literacy programmes and the teaching methods they employ, a literacy and post-literacy curriculum is to be developed, so as to combine literacy education with skills acquisition. In this way the rural illiterates will derive economic benefits from participating in literacy programmes and are more likely to adhere to the programmes.

5. To strengthen the training of literacy personnel. Special reference should be made to the Rural Extension Programme submitted by the SEDC to the State Council which gave its approval in 1988. The main objective of this programme is as follows.

By 1990, 1,500 pilot townships selected from 500 counties are to take the lead, and by 1995 the pilot townships will amount to 10,000. These townships will have achieved 9 year compulsory education and will have eradicated illiteracy among the 15-40 age group. In these experimental townships basic education, technical/vocational education and adult education will have developed in a coordinated manner. As a result of these developments the quality of the rural labour force will have significantly improved so that they will become more receptive to new technologies which by that time will be more readily disseminated in rural areas. It is therefore anticipated that the overall rural economy in these areas will have greatly improved. We believe that with the implementation of the Rural Extension Programme new impetus will be given to literacy education, universal primary education and continuing education.

Chapter 2

Universalization of Primary Education: An Analysis

Since the founding of the People's Republic of China primary education has developed substantially. The extremely backward situation of basic education in Old China has been fundamentally changed. In Old China, only 20 per cent of school age children were able to attend schools. The Common Programme of the Chinese People's Political Consultative Conference, which was adopted by the 1st Plenary Session of the Chinese People's Political Consultative Conference (CPPCC) in September 1949, stipulated that "the universalization of education should be implemented step by step and in a planned way". Considerable achievements were made during the 17 years before the cultural revolution, but primary education suffered severe destruction during the ten year unrest.

After the 3rd Plenary Session of the 11th CPC Conference, the Central Committee of CPC and the State Council repeatedly enforced the work of universalization of primary education. On 3 December 1980 the Central Committee and the State Council issued the "Decision on the Questions Related to the Universalization of Primary Education", requesting the accomplishment of the historical task of universalizing primary education in the whole country by 1990. On 6 May 1983 they promulgated the "Circular on the Questions of Enhancing and Reforming Rural School Education", pointing out the tasks of universalizing primary education under the new situation of rapid growth of rural economy and putting forward policies and measures that should be duly adopted. It also reiterated China's determination to strive to basically universalize primary education in China by 1990 with the exception of a few mountainous and sparsely populated regions. The "Decision on the Reform of the Education System" by the CPC Central Committee, which was issued on 27 May 1985, claimed that the instituting of 9 year compulsory education should be regarded as an important issue related to the improvement of the quality of the nation and to the prosperity of the country. It especially called for the party,

the society and the whole nation to make their best endeavours to implement the task. On 12 April 1986, the 4th Session of the 6th National People's Congress adopted the Compulsory Education Law of the People's Republic of China. It stipulated that the State would institute 9 year Compulsory Education to improve the quality of the whole nation and provide a sound base for the training of socialist manpower with high moral and cultural standards, lofty ideals and a sense of responsibility.

Governments at all levels have taken various measures in line with the requirements of the CPC Central Committee, the State Council and the Compulsory Education Law to accelerate the pace of the universalization of primary education. According to the statistics of the Bureau of Planning and Finance of the State Education Commission, the national school entrance rate of school age children was 76.4 per cent in 1960 and 93 per cent in 1980 respectively. In 1987 there were 807,400 primary schools and 17,000 study points in this country, and the total pupil population was 128,360,000. The enrolment rate of 7-12 year old children reached 97.1 per cent, representing an increase of 0.7 per cent over the previous year. Among the 2,010 counties and banners under survey, 1625 achieved an entrance rate of over and above 95 per cent, an increase of 48 counties over the previous year; 162 had a school entrance rate below 85 per cent, 58 counties less than in the previous year. The retention rate of primary school pupils reached 97.2 per cent, an increase of 0.1 per cent over the previous year. The successful completion rate for final year pupils was 95.1 per cent, representing a 0.4 per cent increase over the previous year. 1,240 counties, accounting for 60 per cent of the total number of counties in China, accomplished universalization of primary education. Their achievements have been duly evaluated and accepted by provincial people's governments.

The main problems faced by the present universalization of primary education programme are:

- Insufficient educational funding.
- Poor condition of school management in many regions.
- Educational quality is not up to standard in some regions.
- Low salary.
- A considerable proportion of teachers are not qualified.
- The drop-out rate has not been effectively controlled.

The State is undertaking the review of useful experiences of various regions in the process of widening educational reform and exploring appropriate solutions.

The Administration of Primary Education

China is a country with an enormous population and an underdeveloped economy. It is therefore impossible to rely solely on the State to accomplish universalization of primary education. It is essential to have the State-run schools as the mainstream while fully motivating the rural villages and industrial enterprises to participate in school running and fund raising. To this end, the rural education administration systems have undergone reform. For example, Hebei Province set up a "Division of Administration" system in 1983, whereby the rural villages will assume responsibility for running primary and junior secondary schools, raising funds to improve school running conditions, and increasing

teacher salaries. The CPC Central Committee "Decision on Reform of China's Educational Structure" reviewed the experience of reform in rural education systems in all regions and made explicit the adoption of the principle that "basic education will be the responsibility of local regions and that it should be administered in a decentralized manner". It also pointed out that, apart from the State allocation of funds, an appropriate proportion of local finance should be contributed to education and that village revenues should be used mainly for education. In addition, the local authorities may levy affiliated educational tax, encourage units, communities and individuals to make donations to education, and provide guidance to state owned enterprises and social communities in school running.

The implementation of the Decentralized School Running and the Decentralized Administration System is especially significant for the programme of universalizing primary education. If the decentralized bodies had to rely on State funding only, they would be unlikely to achieve this objective, even if they only had to pay for the construction and maintenance of teaching buildings and the provision of chairs and desks and teaching equipment. This objective has, however, been achieved in quite a few regions in less than 5 years with counties and villages taking charge of basic education through the implementation of decentralized administration. Some rural schools have already moved towards modernizing their teaching buildings and campuses. The first step towards universalization of primary education is to solve the problem of school running conditions. The fact that local authorities assume the responsibility for compulsory education with support in school running from state owned enterprises, collectives and social communities, has altered the belief of the general public that education is the business of government, and has established the concept that education is everyone's business. An important development in universalizing education in this country is the concept that the people's education system should be run by the people themselves. Take Shandong Province for example. From 1979 to 1980, the province was able to spend 2,135,000,000 yuan on education buildings by means of raising funds in villages and rural communities. Pingdu County (in this province) pooled more than 30,000,000 yuan via various channels from 1983 to 1985. This was equivalent to the total State investment over 35 years, thus ensuring a stable and reliable financial resource for rural school running. Shandong has mobilized the initiatives of society by changing the administrative system. The villages are particularly enthusiastic about school running. They regard primary and junior secondary schools as their own and therefore rely on their own resources to run the schools rather than wait or ask for government help. This is an unprecedented phenomenon emerging in the rural areas.

The Change in School Running Practice

At present teaching is still conducted in accordance with the national curriculum, national teaching programme and unified teaching materials. The emphasis is on general knowledge. The main weakness of this model is that education is divorced from working practice and is not able to effectively serve the development of the economy and of society. The pupils trained in this manner would possess normal cultural and moral qualities but often lack working skills and are therefore not welcomed by farmers.

In order to overcome this weakness the Government has decided to introduce working skills courses to primary schools to integrate education with working practice. All regions

have now followed this requirement and begun to experiment with reforms in the present school running model. This practice may be summarized in the following three ways:

- The change of curriculum. Working skills courses are provided in primary schools to enable pupils to possess preliminary working knowledge and skills. Some schools have changed the teaching materials on general cultural courses and added self-compiled local materials according to the local economic, historical, geographical and cultural features. They have also established campus economies, such as mini-factories, mini-farms, mini-breeding farms, mini-forests and mini-shops. These activities have effectively enabled the integration of teaching contents and scientific experiments, and have fostered pupils' competence in working and in living. It will not only help pupils to study general cultural courses but will also further their love of physical labour, science and the rural areas. Some schools also use the revenue of campus economies to meet shortages of educational funding.
- The integration of teaching, scientific research and popularization and utilization of the multi-functions of primary schools. In some regions primary education and technical vocational education are combined at an early stage. Schools are used as experimentation sites where experimental research on practical technologies is conducted under the guidance of teachers. The research results are popularized through the running of adult schools and these activities are also integrated with the elimination of illiteracy programme. Such primary schools are normal schools on the one hand but on the other hand they are adult schools, functioning as centres of experimentation and popularization of applied technologies. These schools have played a positive role in rural areas and remote and mountainous regions by spreading working techniques and helping farmers to improve their lives.
- Linking primary education with vocational education. According to the statistics of 1987 there are 1,200 primary vocational schools in China. They have turned out a considerable number of elementary level technical personnel for the rural areas.

The Adaptation of Teaching to Local Conditions

The universalization of primary education is most difficult in remote and sparsely populated mountainous and pastoral areas, ethnic minority regions and economically underdeveloped communities. Apart from giving especially favourable consideration to these regions in terms of financing, the Government also emphasizes the adaptation of various teaching forms and reform measures to local features.

Flexible school running forms. In recent years China has adopted the boarding school system in sparsely populated regions. The results prove satisfactory. In Gansu Province for example, there are 9 animal husbandry counties in its ethnic minority regions. These counties are located in a vast area where the inhabitants are scattered far away from each other and transportation is difficult. The inhabitants move from place to place with their flocks. Running schools under these circumstances is very difficult. Practice has now proved that boarding schools are an effective way of developing education in pastoral areas. By 1986 the number of boarding schools in the ethnic minority region in Gansu had grown from 23 in 1983 to 75 and the pupil population had grown from 2,719 to 7,365; the number of secondary boarding schools had expanded from 5 to 9 with the pupil population increased

from 945 to 1,679. All 9 animal husbandry counties had their own secondary boarding schools and 62 per cent of animal husbandry villages had primary boarding schools. However, the boarding school system requires heavy investments and it cannot be developed speedily. It is necessary, therefore, to employ at the same time the day-release or half-day system, seasonal system, after-work system of teaching and mobile teaching. All these forms of teaching have brought about simplification of the teaching materials.

In terms of teaching methodology, multi-grade teaching has been used in sparsely populated mountainous regions. At present, 12 per cent of the total of 3,460,000 classes in rural primary schools adopt multi-grade teaching. In some regions, for example, Zhangjiakou in Hebei Province, as many as 84 per cent of classes in primary schools use this form of teaching. To adopt multi-grade teaching teachers are required to have special training. Many regions have now set up training courses or training centres for multi-grade teaching. In those regions where multi-grade teaching is successfully implemented results have been satisfactory.

Bilingual teaching is normally adopted in ethnic minority regions, i.e. using both the mother tongue of the particular ethnic group and the Chinese language in teaching. In practice, ethnic minority languages are used in teaching lower grade pupils in primary school while bilingual teaching is used at a higher level. That is because it is difficult to describe natural sciences and more demanding scientific concepts in the languages of the ethnic groups. The practice has proved that bilingual teaching in ethnic minority regions is effective.

Equal Education Opportunities for Girls

The mentality that men are superior to women still exists in rural China. Girls are no longer regarded as part of a family when they are married. People are therefore unwilling to send girls to school. As a result, girls' enrolment rate is lower than that of boys and girls' drop-out rate is higher than that of boys. This is particularly true in ethnic minority regions. An October 1988 report carried out in Gansu Province reveals that in Linxia Moslem Autonomous Prefecture, Gansu Province, the enrolment rate of school age children is 76.5 per cent and the enrolment rate of ethnic children is 63.4 per cent, of which girls account for only 37.7 per cent. The enrolment rate of Dongxiang nationality girls is only 17.1 per cent. Not only is their enrolment rate low, their completion rate is also very low. In Gansu Province there are still 131,000 girls who have not been able to attend schools up to now, representing 85 per cent of the total of non-enrolled school age children there. According to statistics, girls' enrolment rate in the Moslem Autonomous Region was about 70 per cent in 1984, and in some areas it was 51.5 per cent. Most of the enrolled were in year 1 or year 2 in primary school and many became repeaters and drop-outs. Less than 20 per cent of them were able to complete a five year primary education. Thus, the problem of how to secure girls' rights of equal access to education has become a major problem in the programme of universalization of primary education in China.

Various measures have been taken to enable girls to receive primary education. Many regions have made provisions in their village Codes of Conduct or the Guidelines on the Implementation of the Compulsory Education Law that, among those who have completed primary education, females shall take precedence over males in employment when their

background and qualifications are similar. A fee-waiving arrangement may be applied to girls whose families are facing financial difficulty. In some regions girls' education foundations have been established to render financial support to girls for their education. A practice adopted by Guyuan County, Ningxia was to provide extra grants to higher grade pupils in primary schools (7 yuan/per month for boys and 10 yuan/per month for girls). As a result, girls' enrolment rate has been increasing year by year.

In some villages, it is decided that the monthly income of the Chairman of the Villages Committee will be reduced by 5 per cent if a girl does not attend school, and that this particular villagers' committee will be disqualified from the model villagers' committee competition. No employers are allowed to hire school age girls, and the penalty for violation will be a fine of 100-200 yuan. A 30 yuan fine will be imposed on the parents if they fail to send their school age girls to school within the first 3 days of the beginning of the school year. An extra fine of 5 yuan per day will be added for late registration and will continue until their girls are enrolled.

But it is also necessary to help girls solve their problems after enrolment. Higher grade girl pupils in primary schools often have to bear some housework or other family responsibility. Schools may exempt them from attending some of the non-essential courses as necessary and ask their classmates to help girl pupils with their housework. Schools may also set up morning-evening classes, or simple primary schools for girl pupils.

Administration of Teaching Posts

In May 1986, the Professional Title Board of the Central Committee published the Provisional Regulations on Primary School Teacher Posts and a similar document concerning secondary school teachers, both being formulated by the State Education Commission. The Regulations stipulated the range of middle school posts as Senior Middle School Teacher, First Class Middle School Teacher, Second Class Middle School Teacher and Third Class Middle School Teacher; and the range of primary school posts as Senior Primary School Teacher, First Class Primary School Teacher, Second Class Primary School Teacher and Third Class Primary School Teacher. They also specified the responsibilities of different levels of posts and the criteria and conditions of appointment. Appointments are made by schools or at least by county level educational authorities on the basis of assessment and appraisal by Teacher Post Appraisal Boards. The adoption of the teacher post appointment system is a major reform in the area of primary and secondary school teacher administration. It will mobilize the initiative of teachers both in teaching and in educating people and motivate teachers to continuously upgrade their moral quality, professional standards and competence in teaching so as to build up a qualified and stable teaching force and to further improve teaching quality. It is also significant for upgrading the social status of primary and secondary school teachers and for improving the standard of living of teachers. In 1987, the teacher post appointment work for primary and secondary schools was fully launched in all parts of China and, by the end of the year, 50 per cent of the primary and secondary schools had concluded the work.

Chapter 3

Continuing Education: An Analysis

The concept of continuing education in the Chinese context refers to post-literacy education and education directed towards those individuals who, for various reasons, did not receive primary school education. The contents of education include civic, general and technical aspects.

The Government of China always attaches importance to mass-scale continuing education. The target persons usually have little ability to read, numerate or write. If these people are without some access to continuing education, even these low abilities could diminish. The end result is that new illiteracy occurs. A sample survey has indicated that 50 per cent of new literates from 1980 have now become illiterate again because they had since then detached themselves from continuing education. This situation is not only distressing to the persons concerned, but is also a waste of human, material and financial resources. Since 1978, the economic reforms have brought about a significant increase in productivity. The demand from people who have lower than primary school education level for access to continuing education is increasing. The government has always regarded post-literacy education and post primary school level continuing education as integral parts of the mass education concept.

Mass-scale continuing education takes the following forms in China:

> ***Enlarging vocabulary*** by listening to radio broadcasts, watching television programmes, participating in reading groups and practising writing. In Taoren County of Hunan Province blackboards were used as useful means of learning. The method was used in workshops on construction sites, in the farm fields and in the neighbourhood. Interesting information was written on the boards so that people passing by would look at them. Those who could read would read aloud, and those who could not read would listen carefully to how others read the characters. Information written on the blackboards would cover such subjects as family

planning, farming technology, market trends etc. The contents changed frequently, on every other day or twice weekly. This is a very popular method. In Xiaobeigou Village, Jianping County of Liaoning Province, reading groups have been organized since 1981. The groups, which usually consist of 5-8 persons were composed of new literates and those who had a primary schooling background. The groups gather together on Sunday, Tuesday, Thursday and Saturday evenings at the village club to read books, magazines and newspapers. Sometimes they read aloud. When they have difficulty they discuss the problem. If they cannot solve the problem they go to the village teacher. In this way the new literates continue to learn and continue to remain literate. Now all the persons in this village have achieved primary school standard, and 46 per cent of them have reached junior secondary schooling standard.

Providing spare time primary school level education to draw new literates and those whose education background is below the primary school level into the programme. Such spare time education may be conducted by enterprises, institutions, the democratic parties, regular schools, township-run enterprises, village committees or private individuals. In addition to the learning of reading and writing, some technical and vocational skills are also taught. The main courses are Chinese language, mathematics and science. The programme duration varies from 2 to 3 years. Two semesters are scheduled for a school year. Each semester has 20 schooling weeks. Each schooling week contains at least 6 contact hours. For Chinese and mathematics, 240 hours of instruction for each are required to complete the whole programme. The Worker/Peasant Sparetime Primary School Textbooks are the most commonly used instructional materials. Local materials are added as necessary. Those who successfully complete the programme should reach the standards of regular primary school graduates, and primary school graduate certificates are awarded. In Xindeng County, Henan Province, 430 sparetime primary school classes were run between 1980 and 1983. The 11,393 persons who achieved literacy during that period of time were all enrolled in the sparetime primary school classes. Most of them were awarded primary school graduate certificates by the end of the programme. In Dafeng County, Jiangsu Province, there were 1,583 persons who achieved literacy. They then completed the courses for grades 5 and 6 of primary school. The county education authority administered a test against the standards set forth by the Ministry of Education in 1979 when the Ministry approved the Worker/Peasant Sparetime Primary School Textbooks. 1,539 persons actually took the test, 485 men (31 per cent) and 1,054 women (69 per cent), with their age ranging from 15 to 31 years. The test result was that 1,522 persons passed both Chinese language and mathematics with only 17 failures. The success rate was 98.9 per cent.

Running cultural/technical classes or schools. This is a form which combines literacy education with technical/vocational education. The learners continue to learn how to read and write and expand their vocabulary, and meanwhile they learn some useful science and technical skills. Such schools or classes may be run by government agencies, enterprises, institutions and organizations. These courses are run at very flexible times. Some are full time, some are part time, some are in the evenings, some take certain days off, some even take place during lunch breaks at work. Chinese and mathematics are the basic courses. Some technical courses are taught as necessary. There is no general pattern for the delivery of technical courses. In a village called

Mahuiying in Yichuan County, Henan Province, technical courses such as carpentry, sewing, weaving, agricultural technology, gardening, health science and building technology are provided at its cultural/technical school. Civic studies, Chinese and mathematics are the compulsory courses. The technical courses are run on a very flexible basis. On the agricultural technology course for example, farming technology and skills about wheat, maize and cotton planting may be offered as appropriate. The course may also cover techniques of planting, crop protection and fertilizer utilization etc. In the sewing class the participants learn about cutting, sewing and the operation and maintenance of the sewing machine. Students and teachers work together in class where there is a good combination of theories and practice. Students have the chance to practise as they learn. There are also many opportunities for students to learn and practise outside class, for example to go to the fields and plant some experimental plots to try out the techniques they learned in class. Normally, the students can reach the schooling standard equivalent to that of primary or junior middle school graduates. In addition, they can master one or two useful skills.

Organizing short training courses. The government attaches great importance to short term training in operating the Education for All programme. Short term training is normally on the job training. The training objectives, contents, methods, speed and scale are determined by the nature and requirements of the job to be performed. The government requires that industrial workers must receive job training before they actually take up the job. Such jobs include, for example, truck driver, electrician etc. After the job training a qualifying test is given. The successful candidates are given a qualifying certificate to enable them to work in specific jobs. In rural areas, short term training is based on the principle of practicality and effectiveness. The training includes both technical and non-technical subjects, such as reading and mathematics. Technical training is closely related to the student's actual needs. For example, technology and skills on plant management including fertilizer use and pesticide control are taught to those who are mainly involved in crop farming. Poultry farming techniques are taught to those who are mainly engaged in poultry farming. Courses may be as short as several days. Some may require one or two months while others require more time. These trainings are normally organized by local schools, adult education schools and centres, and other types of training centres. Training activities include class instruction, lectures, demonstrations, mobile teaching etc. In addition, radio, television, recording, video, correspondence and newsletters are used to help students learn in their spare time. According to recent statistics about 50 million rural youth and adults have taken part in some kind of technical training programme. Many of them have learned one or two useful skills and have played active roles in developing the rural economy.

Promoting the self-education programme. Self education is a kind of learning based on clear objectives with a systematic approach to the target subject. As this kind of learning normally derives from imperative personal or career needs, the learners have quite good motivation. An individual may want to study Chinese language by educating himself. He selects the course material, sets up his objectives, assesses his needs, and plans his studies systematically and carries out his study plan for the period of time required. On the basis of self study, learners can get together in twos and threes to discuss problems and share experiences. In this way the learners can help

each other. This group activity can also have the effect of peer evaluation, so it expedites the learning process. Sometimes self learning may be arranged under the supervision and direction of a teacher. The teacher sets up the goals and requirements and monitors the rate of progress. The learners do the work on their own as required by the teacher. Periodically the teacher evaluates the progress made by the learners and makes necessary adjustments. Those who have sustained their learning efforts usually get rewarding results. This can retain the achievements of literacy education and, moreover, develop many of the persistent learners into well educated manpower. There is a man named Du Wen from Du Village in the suburbs of Datong City, Shanxi Province. He graduated from primary school 20 years ago. Since then he has been working on the farmland. During this period he spent 7 years studying a college level English language course and successfully passed college level tests both in oral and written English translation and became a secondary school English language teacher. Because of his excellent work he was made a model teacher for his province. Another peasant named Feng Hongzhang from Yuncheng Prefecture of the same province studied farming technology after he became literate. He spent 7-8 years completing a college level course in agricultural science, including geological science, meteorology, astronomy, crop protection etc. He also published 1.3 million words in 8 popular science books, with titles including Great Nature, The Story of Water, The Footprints of the Sun etc. He also became an inventor. He developed a new technique to cultivate plant seed by using solar energy and a technique to prevent crops from losing their leaves too soon. These efforts were given provincial and prefectural awards. Because of his achievements and contributions he was elected to the National Peoples' Congress.

Conducting community cultural education. In addition to school education and self education, China's mass education activities also take place in the community:

a. Cultural Centres. There are more than 2,946 cultural centres at the county level or above. Below the county level, there are numerous cultural clubs, workers' clubs, village cultural clubs etc. Literate people who can read can utilize these facilities at any time, according to their interests. Popular activities include calligraphy, painting, singing, dancing, drama, and others.

b. Libraries. China has over 200 large public libraries where a huge amount of information is collected, classified and stored. One of the functions of these public libraries is to serve the interests and needs of mass education.

c. Museums. China has 467 museums which house collections of articles and studies and conduct exhibitions on present and historical aspects of civilization and the natural world. They are open to the general public and represent an effective form of mass education in China. Many museums specialize, some on the history of China's revolution, some on the history of the nation and country, others on anthropology, geography, science, arts, medicine and technology. Real objects or models are exhibited. Guides are available at the museums.

d. Memorial Halls. These are built to commemorate great revolutionaries or noted historical figures or events. They are usually located at the birthplaces of the persons to be commemorated or at places where the commemorated events took place. The places are usually restored to the original state, so that visitors can

have an objective understanding of the history. Memorial Halls are one of the mass education institutions.

e. Radio and television broadcasting. Educational programmes broadcast on radio and television are widely received. For example, special features such as "Agriculture and Science" and "Economic Information" broadcast by the Central Television Station are viewed daily by millions of viewers.

f. Theatres and Cinemas. They play unique and obvious roles in delivering mass education. In addition, there are public lectures, the publication of numerous newspapers and magazines which contain educational content, and amateur art groups, etc., which all form part of the mass education programme.

The foregoing is a description of the various aspects of China's mass education activities. China, particularly in its rural areas, is very much in the primary stage of socialist economy. In view of this fact the task of carrying out mass education in China's rural areas is obviously a long term one. As primary school education is made universal and continuing education is given more attention we believe that mass education, that is, Education for All, will be further developed. We are anticipating that, by the year 2000, access to education will have greatly improved in China's rural areas and 90 per cent of the rural labour force will have had primary schooling or reached equivalent standards.

Chapter 4

Towards Education for All

Primary Education

According to the statistics of 1986 there are now more than 820,000 primary schools in China, centred around 170,000 school clusters with total enrolment of 131,820,000 pupils. The enrolment rate of school age children is 96.4 per cent, the attendance rate is 97 per cent and the graduation rate is 94.7 per cent. 78 per cent of the 2,000 counties (not including cities and their suburbs) have reached a 95 per cent enrolment rate for school age children. At present 1,052 counties or 52 per cent of the total number, have been recognized by the governments of the provinces, autonomous regions and municipalities as having realized the universalization of primary education. Primary education has entered a new stage. This new stage is indicated by the Act on Compulsory Primary and Secondary Education which came into effect on 1 July, 1986.

Since China is a country with vast territory, a large population and great disparity in terms of economic, educational and cultural development, it is impossible to put into effect a single unified law of education. Therefore, it is necessary to constantly adjust the rules and regulations in the course of implementation in line with the basic principles, policies and lines of emphasis, and eventually share a relatively complete set of legal instruments governing education so that every future action, programme or project can be juridically verified according to the existing rules.

Recommended Action for Primary Education

Firstly, the enrolment rate of children in the underdeveloped areas must be increased. This includes the mountainous areas, pastureland, riverine areas, islands, high plateaus and economically underdeveloped areas. The enrolment rate of 400 counties in these underprivileged regions is lower than 95 per cent. To universalize primary education in these places the central government has given preferential treatment in terms of financial and human resources, and asked the local governments at various levels to run schools in

accordance with local conditions and needs. Flexible approaches have been taken in curriculum development, teaching plan, holiday arrangement and types of teaching.

Secondly, the enrolment rate of girls must be increased. The statistics of 1986 show that the average enrolment rate of school age children in primary education is 96.4 per cent of which the rate of girls is only 93.6 per cent. In addition, 70 per cent of the 3,800,000 school age children who do not have access to education are girls. Long years of experience tell us that resolution of the problem of girl's education is by no means an easy task and demands a relentless struggle against the traditional concept of "regarding men as superior to women". One often needs to resort to legal provisions to protect girls' rights to education, and at the same time proper measures should also be sorted out to help the girls overcome their real difficulties in going to school. These measures include permitting them to bring their younger sisters or brothers along to school, and introduction of a flexible timetable which allows them to come late and leave early in case their families need their help, and which permit them to limit their studies to Chinese and mathematics only. In addition, if it is possible, their tuition fee or the cost of their books is waived. Subsidies are also granted to the girls in the most difficult situations.

Thirdly, the enrolment rate of blind, deaf-mute and mentally retarded children at present is less than 10 per cent, a result of the underdevelopment of special education. Therefore, China needs most urgently to take pertinent measures to help the local governments to establish a proper number of special schools or other institutions of special education, as well as to open up new conventional schools for special education teachers who will make possible the development of special education in China.

Fourthly, increase the attendance rate of pupils. The attendance rate of 1986 was 97.1 per cent vis-a-vis the dropout rate of 2.9 per cent. There are several reasons behind the students' dropout, including poor economic situation of the family, bad school record, repeating or being too old for primary school enrolment. Most of those who drop out are girls. Only an integrated approach can solve the problem of the girls' dropout by enhancing teaching quality, organizing activities which interest children and helping the slow students. The creation of a proper student administration system and the organizing of visits to children's families to persuade the dropouts to return to school are also necessary steps.

Improve the Quality of Primary Education

In the process of universalization of primary education, not only the quantity deserves attention but also the quality. In most of the regions in China the poor quality of primary eduction stands out now as the most striking problem. The following alternatives might help in the search for a proper solution:

1. Constant improvement of the overall level of teachers. China now has more than 1,000 normal secondary schools with a total enrolment of 200,000 which, generally speaking, have kept a balance of demand and supply. But the problem lies in the fact that few primary teachers' qualifications fit their jobs. The government has decided to provide in-service training to these people who will be required to meet the professional standard in five years.
2. Improved teaching conditions. New teaching aids should be provided to schools according to the requirements of the syllabus.

3. Continued educational reform. Along with the social and economic development, new teaching plans, curricula and syllabuses ought to be prepared, and encouragement should be given to the local authorities and community to properly manage all sorts of schools. The relevance of rural primary schools needs to be enhanced, as does the quality of multi-class teaching.

China's Literacy Campaign

Since the founding of New China the central government and education authorities have given great attention to the universalization of primary education, and have at the same time never neglected literacy campaigns and continuing education for post-literacy. So far considerable achievement has been made. According to the statistics of 1986, China has turned 155,552,000 people into literates; a sharp decline of the illiterate population from 80 per cent in 1949 to 23 per cent in 1982. To be more specific, the rate of illiterate peasants between 12 and 40 years of age has dropped to 18 per cent, whereas that of the workers is 5 per cent. From 1981 to 1985, more than 100 million peasants participated in different courses of education. Of this number 26,740,000 joined the literacy class and 13,370,000 became literates; 16,000,000 took part-time primary education and 4,450,000 completed their studies; 80,000,000 received various kinds of technical and vocational training. At present there are 3,600 technical and vocational schools for peasants at the county level. In addition, 40 per cent of townships and villages have set up their own peasant education and technical schools/centres. Some secondary peasant schools and a few peasant universities are established at the level of province, autonomous region and municipality.

Coordination of EOI, UPE and CE

The universalization of primary education is the sine qua non of literacy. A low enrolment rate and a high drop-out rate of children will undoubtedly lead to neo-illiteracy. In turn, literacy and continuing education can improve the education and technical level of parents to prepare a favourable social and home environment for the universalization of primary education. Therefore, all the facts and figures prove that UPE, EOI and CE are three interrelated and interdependent components of education. The experience of Taojiang County of Hunan Province in combining UPE, vocational and literacy training is a good example of the kind.

Since the introduction of the agricultural responsibility system, peasants not only want to read, write and calculate, but also try out for realistic, useful and effective knowledge of science and technology suited to the needs of diversified agricultural production and the development of rural industry. The strong desire for knowledge is acting as a huge driving force behind the development of literacy and continuing education.

The Perspectives of CE and EOI in China

The majority of the illiterate population is in rural areas, particularly in the underdeveloped regions and amongst underprivileged groups such as women. A high illiteracy rate cannot keep the population abreast with the modernization drive. Therefore, a great deal of resources and attention should be directed to CE and EOI. The following points deserve our special attention:

1. The Guarantee of Legal Instruments. The State Education Commission has drafted "Outlines for Literacy", which is pending for approval by the State Council. At the same time, the Commission requires the provinces, autonomous regions and municipalities to work out their own corresponding rules and procedures so that literacy and continuing education can be subject to supervision and protection by legal instruments.

2. Programming for EOI and CE. It is required that the problem of illiteracy among youth and adults should be solved in three to five years in the areas where the UPE is realized. As to the whole country, by the year 1995 there will be virtually no young and adult illiterates, with the exception of those in the least developed counties. Turning people into literates is merely a first step. It is more desirable to provide every individual with relevant skills, knowledge of his profession and management ability for the development of production and prosperity.

3. Clear Targets. The targets of EOI and CE are specified as young and adult peasants and officials, with special emphasis on women, minor-nationalities and under-developed areas.

4. Increase the Literacy Rate. The areas where literacy is almost realized should give attention to the consolidation of these achievements and at the same time endeavour to increase the literacy rate from 85 per cent to 95 per cent and above. The lines of emphasis in these areas should be on continuing education.

5. Diversified and Multi-level Courses for Literacy and Continuing Education. More spare time primary schools will be opened, and technical training courses organized for peasants who will have a command of practical production skills. 120 million graduates of secondary schools in the countryside are a great potential intellectual resource, waiting to be tapped and made use of. A certain period of special training through various channels can work them into the main force of rural development. Similarly, professional training for the enterprise workers is also highly necessary, so that workers will improve their professional skills and post-qualifications so as to directly enhance the competitiveness of their business.

There are three basic prerequisites for success. Firstly, attention should always be addressed to the building up of a stable teaching contingent for EOI and CE. For the time being, China has more than 60,000 full-time and part-time teachers of EOI and CE with full-time teachers forming the backbone. Secondly, education premises are specially allocated for EOI and CE. With the establishment of peasant schools, many counties and villages have pooled their resources to build school premises or to make use of the existing education buildings for the purpose of EOI and CE. Teaching aids and other learning facilities are purchased for the same reason. Thirdly, the preparation of textbooks is important. The national education authorities are responsible for the compilation of general reading materials for EOI and CE, while at local level, including province (which includes autonomous region and municipality), county and township, learning materials are also prepared in accordance with the local conditions and needs of peasants. Radio and television are also involved, and experienced craftsmen are invited to give demonstrations to pass on knowledge to peasants.

The national workshop on APPEAL received 11 reports from different provinces and autonomous regions. These were presented in the plenary or sub-group discussions. The synopsis of each of these reports is given below.

Liaoning Province

Liaoning Province has a population of 37,260,000 with 100 county level administrative units (including cities and city suburbs). Subject to strict examination in terms of quantity, quality and teaching conditions, primary education was universalized in 1985 as announced by Liaoning Province. The enrolment of school age children has reached 98.3 per cent, as has the attendance rate. The rate of completion of studies is 95.3 per cent and 98.2 per cent of the youth from 13 to 15 years of age have access to secondary education. The main task which lies ahead of the province is to consolidate this achievement, and improve education and teaching quality. The development of special education and pre-school education are also lines of emphasis which will provide physically handicapped and mentally retarded children with an equal opportunity for education.

Sichuan Province

Sichuan, the most populous province in China, has 100 million people. By the end of 1986, 116 county level administrative units had realized the UPE. In 1,015 townships where UPE is achieved, 82.79 per cent of the total of 8.2 million people have completed primary education. Main measures taken by Sichuan Province in UPE are:

- Publicizing the importance of universalizing primary education in improving the national production capability and quality by increasing the awareness of officials and the public.
- Introducing a responsible system at various levels in UPE and fully mobilizing the resources and initiatives of counties, townships and villages as well as the whole community.
- Collecting financial resources via different channels for UPE. From 1983 to 1985, about 138,000,000 RMB yuan were collected for improving school conditions.
- Providing training to teachers of primary and secondary schools. So far 63.6 per cent of them have reached the academic level of secondary normal schools and senior high school and 87 per cent of the remainder are now qualified to teach specific materials.
- Building up central schools with better teachers and teaching aids to serve the functions of training teachers, teaching research and demonstration.

Hubei Province

In the process of universalizing primary education, Hubei Province found that the old administration system was too rigid and centralized in management and it was replaced by a "local responsible and separate administration" system to:

a. Decentralize the responsibility for UPE by delegating to the authorities of the county, township and village. For example responsibilities to collect education resources, improve the teaching conditions, maintain the school premises, support the work and study programme and encourage children to go to school. Special

measures are taken to help the teachers out with living difficulties such as housing and children's employment.

b. A concerted approach by the provincial and local authorities will be taken to strengthen the teacher training centres. From 1980 to 1986, these centres have turned out 54,000 primary school teachers and provided short course training to 200,000 in-service teachers, while another 50,000 individuals have received teacher's diplomas.

Gansu Province

Neither Gansu's economy nor its educational structure are highly developed, the direct consequence of which is a low level of UPE and a low enrolment of girls in primary education in particular. In 1986, the average enrolment of school age children was 91.4 per cent and that of girls was only 84.6 per cent. Of the 156,700 children outside of school, girls make up 131,100 of the total, or about 83.6 per cent. Measures taken by the Gansu Education Bureau so far to increase the enrolment rate of girls are as follows:

1. Further help the parents to reject the traditional concept that "men are superior to women".
2. Choose proper ways for improving girls' enrolment. For instance, a special class for girls is open in ordinary schools, in which Chinese and mathematics are studied for four years only, and school holidays are arranged according to the harvest seasons. Girls get special permission to bring along their younger sisters or brothers.
3. Girls' tuition fee and book costs are waived.
4. Teaching stations are set up in the remote and mountainous areas and encourage the establishment of private schools.

These measures have substantially increased the enrolment rate of girls.

Zhejiang Province

Zhejiang Province has a population of 40,000,000 and is relatively developed in terms of its economy and education system. Universalization of primary education is basically realized. From 1981 to 1985 the allocation to education was increased by 10 per cent annually, however it is still far from meeting the needs of education development. After several years of investigation, the Provincial Education Commission drew the conclusion that a high repetition rate in high grades is a great waste of resources (sample investigation shows that in some places the repetition rate is as high as 40 per cent to 50 per cent). The province, through scientific administration, helps the schools to raise teaching quality and assist the slow students to catch up so as to avoid the possibility of repetition. School locations are changed if necessary, whereby multi-class teaching is introduced. As a result better economic benefits are achieved.

Anhui Province

In 1982 the illiterate population in Anhui Province accounted for 36.8 per cent of the population ranging from 12 to 40 years of age. However, after eight years of painstaking work the rate has declined to 19.2 per cent in 1987. Of the 90 county level administrative units, 39 have achieved literacy, representing 43.3 per cent. The province has taken the following measures:

a. Getting a full knowledge of the situation, specific aims, and reinforcing the programming and management.

b. Organizing literacy courses in primary schools and combining literacy with universalization of primary education. Now the students in the literacy courses conducted in the primary schools make up about 70 per cent of the total number of the literacy students.

c. Delegating responsibility with specific provisions on quantity, duration, quality and progress so as to avoid hollow formalism.

d. Preparing rural textbooks on culture and technology which should meet the demands of the peasants.

Guizhou Province

Guizhou Province is high up on the Yungui plateau with 87 per cent of the land covered by mountains. The province has a population of 30,000,000. It is a multi-national province with nationalities of Han, Buyi, Tong, Yi, Shui, Hui, Zhuang, Yao, Qilao, Tujia etc. The province is both economically and culturally backward which makes promotion of literacy more difficult. Guizhou Province, in accordance with "Directive of the State Council on Literacy", has carried out a literacy campaign and continuing education by relying on the resources of the villages and the community at large. According to the statistics available, the rate of illiteracy in 1979 among the population 12 to 40 years old was 61 per cent, in 1982 it was 52 per cent, 50 per cent in 1983, 41.5 per cent in 1984, 35 per cent in 1985, and 30 per cent in 1986. In the first half of 1987 the illiteracy rate was 28 per cent. So in 8 years time, the illiteracy rate has been reduced by half. With the literacy campaign on the ascendant, more than 800,000 people have enrolled in spare-time primary schools, secondary education, other forms of education or technical courses. From 1984 to 1985 various kinds of short training courses trained 3,000,000 crackajacks, youth and rural officials of agricultural production In addition, more than 10,000 people have access to the Central Agricultural Broadcasting School. Peasants happily exclaimed: "Money is dead property, whereas specialized personnel is living wealth. To convert dead property into living property, knowledge is indispensable."

Sichuan Province

On the basis of widescale literacy success, Sichuan Province has listed the continuing education of peasants in the township and village as top priority. There are 9,180 peasant technical schools in the province of which 5,667 are run by townships, accounting for 61 per cent of the total. It is believed that township governments are the grass root administration authorities and the important links between the county and the village. The full exercise of their responsibility is the guarantee for the organization of literacy.

Shandong Province

Of the 136 county level administration units in Shandong Province, 134 have eliminated illiteracy. Wulian County, outstanding in the literacy campaign, won the Unesco Krupskaya Literacy Prize in 1986. When literacy was realized, 70 per cent of the townships and 40 per cent of the villages set up technical schools with a view to developing post-literacy continuing education. The Education Commission of Peasants and Workers has been established at provincial, township and village levels, with full-time officials who are responsible for training teachers, compiling textbooks and supervising the work.

Hunan Province

According to the national census of 1982, Hunan Province has 9 million illiterates of which 6,400,000 are women, making up 71 per cent of the total. Most of the female illiterates live in the countryside. As the structural reform of the rural economy gains new momentum, and commerce and trade in the countryside boom, most of the women are longing to acquire knowledge so as to more actively participate in social production and sideline production. In 1985, the Provincial Education Commission, Women's Federation, Agricultural Bureau, Association of Sciences, Trade Union, Bureau of Rural Enterprises and Youth Organization jointly launched a campaign to mobilize women to "learn to read and write, learn science and knowledge and try to make a contribution". 260,000 women's literacy courses have been opened up, 139,000 teaching and learning groups are organized, receiving 630,000 women. In 1986 the percentage of young and adult women illiterates had declined from 18 per cent in 1982 to 11 per cent. More than 1,500,000 women had attended technical courses and many had acquired skills and become a main force working for family prosperity. Statistics show that more than 35 per cent of the specialized families in the province have women as backbones. These women not only help to increase the family income but also contribute to a more harmonious family life and a better relations with neighbours. As a direct result, some feudal and superstitious customs have been discarded. In 1985 the province elected 260,000 "model families" which should give a lot of credit to women.

Recommendations on Follow-Up Activities

1. Considering the fact that some leading personnel in certain areas do not fully realize the significance of UPE, EOI and CE or have a correct understanding of the way of implementation, the workshop recommends dissemination by different means of information on the position and role of APPEAL in strengthening national capacity and social progress and developing the local economy. The workshop further recommends that the concerned people, including the mass media, introduce the thrust of APPEAL with a view to winning greater participation and concern from the community.

2. The workshop recommends a general awareness of rules and regulations concerning APPEAL and perfection of its work. The existing legal documents such as the "Act of Compulsory Education" must be used as means of promoting APPEAL. It is requested that "Rules on Literacy" be enacted as soon as possible, and at the same time individual provinces are asked to work out specific provisions governing literacy according to the realities so as to enable APPEAL to obtain legal protection and the support of the whole community.

3. Further revise and implement the overall programme of UPE, EOI and CE. At the macro level, the national target is: by the year 1990, 85 per cent of the populous regions will realize the universalization of compulsory education; and in 1995, most regions will universalize secondary education. At the same time, literacy and follow-up education will be carried out in a synchronized fashion, so that by the year 1995, the country will be able to eliminate all illiteracy among youth and adults (with a few exceptions such as the least developed areas) and a full development of post-literacy education will be in place to consolidate the literacy achievement. According to the principles of educational structural reform, the responsibility for implementing APPEAL is laid mainly on the shoulders of counties whereas the working basis is found in the township governments. The overall programme for the development of UPE, EOI and CE is subject to fine-tuning and organized implementation.

4. Scientific research on APPEAL. Effective organization and implementation of APPEAL has become a new item on the agenda of local governments since they became responsible for the development of rural education. It takes a considerable period of time for governments which have addressed all their attention to production to understand the importance of education and its development process. In this respect Qimen County of Anhui Province has taken the initiative in setting up a non-governmental research institute on rural education in association with other counties from 15 provinces. Its study is directed to the management of education at the township level, the improvement of rural education and its reform with a view to better serving the development of the rural economy. The workshop believed that this subject was of great significance and also hoped that Unesco PROAP would support this project.

5. The experience of rural educational reform. In cooperation with Hebei Province, the State Education Commission last year initiated pilot projects in Wan County, Yangquan County and Qinglong County, all of which are underdeveloped. The aim of the project was to acquire experience on how to set a correct and clear orientation for rural education in order to contribute to the development of the local economy. In another project, the Department of Adult Education selected 15 peasant education centres to study the problem of literacy and continuing education. It is hoped that Unesco PROAP will consider the possibility of providing financial support to the above-mentioned projects.

6. Innovation of secondary pedagogical education and preparation of new teachers for the universalization of primary education in the mountainous areas. An experiment has been undertaken at the Chaigoubao Normal School in Hebei Province. Students are given a clear orientation and future working assignment. Students also learn and exercise the method of multiple teaching so as to be able to work for UPE in the mountainous areas upon their graduation. The textbooks for multi-class education are being prepared by the concerned personnel of Shanxi and Zhejiang Province. In Linfen Prefecture of Shanxi Province, the Bureau of Education has organized research on multiple teaching, the direct outcome of which is the publication of a bulletin called "Multi-Class Teaching". Several monographs have been issued by the experts in this field. The workshop requests the cooperation of Unesco PROAP in this area,

for example, by organizing a workshop, preparing material, or working on the improvement of teaching quality etc.

7. Strengthen the weak links in UPE, EOI and CE. The weak links in these areas of education are mainly found among girls and women. In this respect, Hunan, Fujian, Gansu and Guizhou have made some encouraging headway. The workshop recommends a national workshop be held for exchanging experiences in this respect.

8. It is hoped that Unesco PROAP will arrange and finance an inter-country visit by officials from China's west and northwest regions to study the education of girls and minor-nationalities in southeast Asia.

9. The workshop hopes that Unesco PROAP will hold more workshops of a similar nature with a view to improving the academic level of administrators in education at the national and provincial levels. It is also hoped that Unesco will continue to support training workshops for literacy personnel and organize research activities on APPEAL.

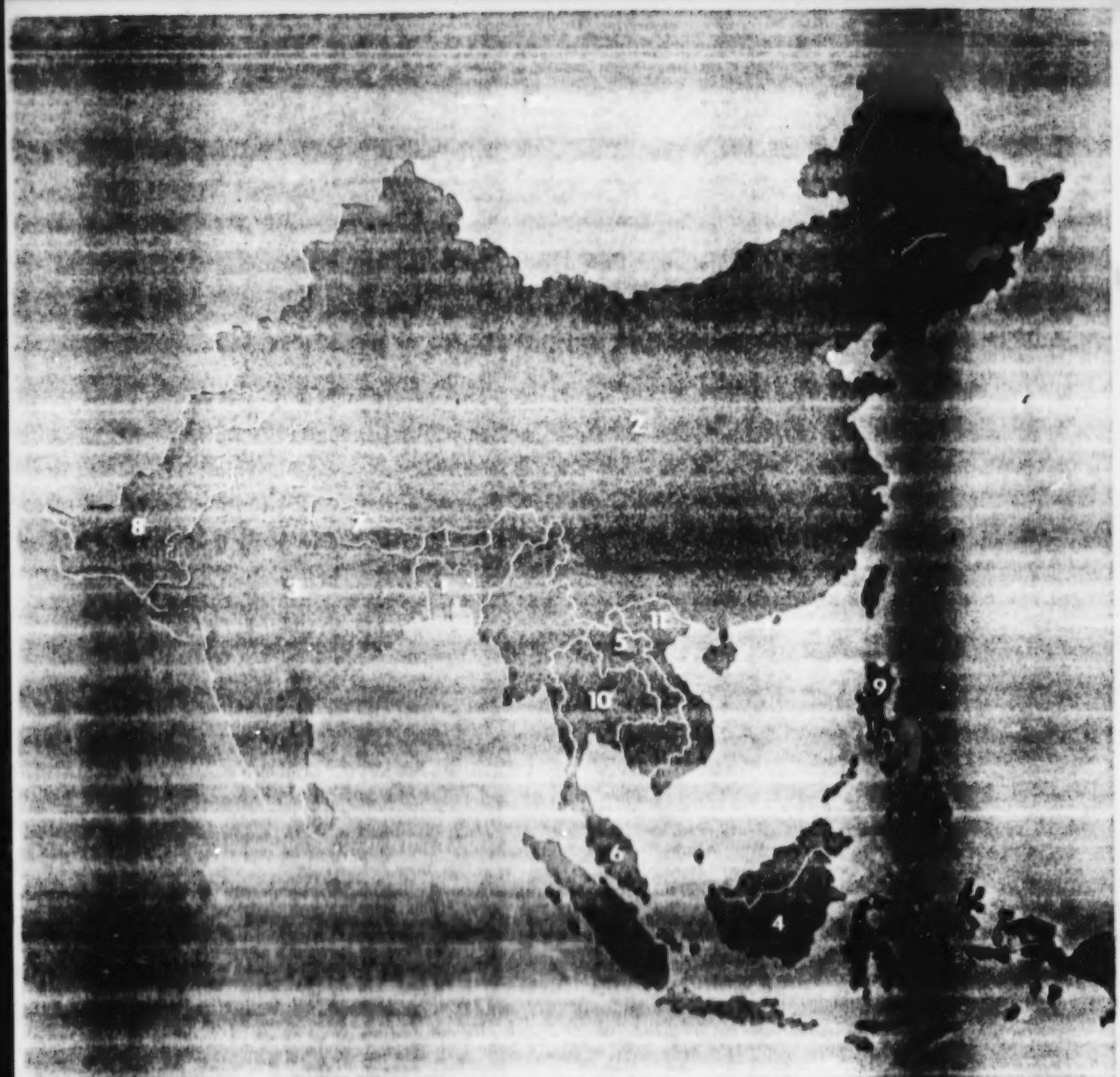
National Policy on APPEAL

The National APPEAL Coordination Commission headed by Mr. Jia Xueqian, Deputy Secretary General and Standing Member of the Chinese National Commission for Unesco, was established in March 1987. The other Commission Members are: Mr. Zhou Yuliang, Deputy Director of the Central Institute of Educational Research; Mr. Chen Dezhen, Director of the Primary School Education Department, State Education Commission (SEDC); Mr. Lei Hengmin, Deputy Director of the Adult Education Department of the State Education Commission; Mr. Wu Chun, Vice-Chairman of the Jiangsu Provincial Education Commission; Mr. Zhang Hongshun, Director of the Beijing Institute of Education; and Mr. Tian Jiasheng, Director of the Shanxi Provincial Institute of Education. Since the establishment of the Chinese National APPEAL Coordination Commission, work has been undertaken to set up a national APPEAL training network, with the Department of Adult Education of the SEDC as the point of communication for the APPEAL training network in the Asia-Pacific region. In the meantime, APEID Associate Centres in China were utilized to carry out APPEAL programme activities.

In order to promote the implementation of the APPEAL programme in China an APPEAL National Workshop was held in Qingdao, Shandong Province 3-7 August 1987. Provincial officials responsible for literacy education, primary school education and continuing education attended the workshop. The workshop discussed the background, significance, objectives and measures to achieve the goals of APPEAL, which were given high consideration by the participants. The provincial participants exchanged experiences of literacy education, primary education and continuing education. Strategies for carrying out the APPEAL programme in China was proposed by the workshop. In September 1987 a Workshop on Continuing Education of Literacy and Post-Literacy in Remote Autonomous Regions was held in Urumchi, Xinjiang Autonomous Region, to mark the International Literacy Day. The Workshop was jointly sponsored by the SEDC, the Chinese National Commission for Unesco and the Chinese Adult Education Association to publicize the importance of literacy and post-literacy continuing education, to commend advanced units and to exchange experiences in these regards. It was decided that the International Literacy

Day should be celebrated in China on a regular basis in order to expedite literacy and post-literacy education. In August 1988 the Regional Workshop on Development of Training Materials was held in Harbin, Heilongjiang Province, to develop a set of training course materials not only suitable for training national level literacy personnel in the context of the APPEAL programme, but also suitable for training high level literacy personnel and management personnel.

The implementation of the APPEAL programme in China is under the leadership of the SEDC and the Chinese National Commission for Unesco and in accordance with the goals of APPEAL. Activities are carried out in a planned way with the support of local governments. China plans to establish a provincial level training facility in each province to coordinate APPEAL activities so that a network of literacy education will be developed. Activities take the form of conferences, training workshops and dissemination of printed materials. APPEAL information has also been disseminated by broadcast. In the course of greeting the International Literacy Year, efforts are being made to combine literacy education with primary education and post-literacy continuing education and to try to achieve universal literacy and primary education by the year 2000.



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